

**AGENDA MANAGEMENT SHEET**

**Name of Committee** Warwick and Stratford Area Committees

**Date of Committee** 21 and 22 November 2006

**Report Title** Stratford and Warwick Crime & Disorder Reduction Partnerships - Proposed New Working Arrangements

**Summary** *On 12 October Cabinet agreed to the development of a formal submission proposing to merge the two existing Stratford on Avon and Warwick District Crime and Disorder Reduction Partnerships (CDRPs) into a new, single South Warwickshire CDRP.*

*Cabinet also requested that the draft submission be brought to Cabinet, before it is submitted to the Home Secretary and following consultation with the Warwick and Stratford Area Committees.*

*This report provides Warwick and Stratford Area Committees with opportunity to comment on the draft submission as it now stands.*

**For further information please contact:**

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No.

**Would the recommended decision be contrary to the Budget and Policy Framework?**

**Background papers** Report to Cabinet 12 October 2006

**CONSULTATION ALREADY UNDERTAKEN:** Details to be specified

Other Committees

Local Member(s)

Other Elected Members  Elected members represented on the current Warwick CDRP: Cllr Dave Shilton  
Cllr Ken Browne  
Cllr Mike Doody

Elected members represented on the current  
Stratford CDRP: Cllr Jill Dill-Russell  
Cllr Richard Hobbs

- |                          |                                     |   |
|--------------------------|-------------------------------------|---|
| Cabinet Member           | <input checked="" type="checkbox"/> | Cllr Hobbs. Report approved for discussion  |
| Chief Executive          | <input type="checkbox"/>            |   |
| Legal                    | <input checked="" type="checkbox"/> | Report approved subject to more detailed discussion of 'part or full shared service model' as submission is developed |
| Finance                  | <input type="checkbox"/>            |   |
| Other Chief Officers     | <input type="checkbox"/>            |   |
| District Councils        | X                                   | Stratford & Warwick District Councils   |
| Health Authority         | <input type="checkbox"/>            |   |
| Police                   | <input checked="" type="checkbox"/> | Warwickshire Police & Police Authority  |
| Other Bodies/Individuals | <input checked="" type="checkbox"/> | The Government Office of the West Midlands  |

***FINAL DECISION***

***SUGGESTED NEXT STEPS:***

Details to be specified

- |   |                                     |                        |
|---|-------------------------------------|------------------------|
| Further consideration by this Committee | <input type="checkbox"/>            |                        |
| To Council                              | <input type="checkbox"/>            |                        |
| To Cabinet                              | <input checked="" type="checkbox"/> | Planned for 7 December |
| To an O & S Committee                   | <input type="checkbox"/>            |                        |
| To an Area Committee                    | <input type="checkbox"/>            |                        |
| Further Consultation                    | <input type="checkbox"/>            |                        |

## Agenda No

### Warwick and Stratford Area Committees 21 and 22 November 2006.

#### Stratford and Warwick Crime & Disorder Reduction Partnerships - Proposed New Working Arrangements

#### Report of the Strategic Director of Community Protection and County Fire Officer

##### **Recommendation:**

*That Members comment on the proposals contained in the draft submission documents and forward their comments both to Cabinet and to the shadow South Warwickshire Crime and Disorder Partnership Member Board.*

#### **1. Background**

Since the introduction of the Crime and Disorder Act 1998, which requires local authorities to work in partnership with police and other agencies to reduce crime and disorder in their areas, Stratford and Warwick districts have each operated multi-agency Crime and Disorder Reduction Partnerships (CDRPs). The County Council and District Councils are equal partners within a group of Responsible Authorities which work together to address community safety concerns for local people, within a national Home Office agenda.

#### **2. Introduction**

On 12 October Cabinet agreed to the development of a formal submission of proposals to merge the two existing Stratford on Avon and Warwick District Crime and Disorder Reduction Partnerships (CDRPs) into a new, single South Warwickshire CDRP.

Cabinet also requested that the draft submission be brought to Cabinet, before it is submitted to the Home Secretary and following consultation with the Warwick and Stratford Area Committees.

The first meeting of the shadow South Warwickshire CDRP member board took place on 8 November.

This report provides Warwick and Stratford Area Committees with opportunity to comment on the draft submission as it now stands.

### **3 The Draft Submission**

- 3.1 Work on the draft submission is at a relatively early stage. Government Office have not yet confirmed what they would like the final format of the submission to be, but at this stage it is anticipated that it would consist of three sections: the business case for the proposal, the governance arrangements and the key themes arising from the self assessment improvement action plan.
- 3.2 The draft business case is set out at Appendix 1.
- 3.3 The draft governance arrangements are set out in Appendix 2. It is suggested that members may wish to pay particular attention to this Appendix.
- 3.4 The key themes arising from the self assessment improvement action plan were agreed at a meeting of the shadow South Warwickshire CDRP on 8 November. These will be developed into a fuller document, but the priorities for the action plan were agreed and are set out in Appendix 3.

### **4 Conclusions**

- 4.1 In summary of the draft business case, the proposed merger is intended to achieve a range of benefits including:
- providing a strong base from which to access central funding streams
  - simplifying funding arrangements
  - enhancing the local agenda and the already developing focus on local issues and neighbourhood policing plans, enabling the CDRP to meet its communities' priorities and concerns
  - allowing time and resource to be directed to local communities rather than within bureaucratic structures, by streamlining these and paring them down
  - streamlining and improving member involvement in governance arrangements
  - making a difference at local neighbourhood level by reducing crime and the fear of crime.
- 4.2 It should be noted that the Government Office for the West Midlands supports, in principle, the proposed merger and that other CDRP partner agencies have indicated support for the principle of merger.
- 4.3 Members' comments on all three sections of the draft submission are now welcomed.

## **5 Next steps**

- 5.1 Officers will continue to work on the development of this formal submission to the Home Secretary in December 2006.
- 5.2 The comments of both Warwick and Stratford Area Committees will be submitted to the officer merger sub-group, to WCC's Cabinet and to the next meeting of the shadow South Warwickshire CDRPs.
- 5.3 Warwickshire County Council's representatives on the shadow CDRP will be kept informed of further development of the draft submission as it proceeds.
- 5.4 The final draft submission will be brought to WCC;s Cabinet for approval on 7 December.

William Brown  
Strategic Director of  
Community Protection and  
County Fire Officer

Fire and Rescue Headquarters  
Leamington Spa

## **RATIONALE AND DRAFT BUSINESS CASE FOR PROPOSED MERGER OF STRATFORD UPON AVON AND WARWICK CDRPS**

### **1. Introduction**

The purpose of this document is to identify the type of business outcomes that could be achieved by a merger of the Stratford on Avon and Warwick District Crime and Disorder Reduction Partnerships. .

### **2. Why partner?**

#### *2.1 What do we want to achieve?*

The purpose of a partnership will be to:

- Improve the delivery of community safety within the communities of South Warwickshire;
- Create an excellent partnership which reduces actual crime levels, misuse of drugs, anti-social behaviour and the fear of crime in South Warwickshire;
- Provide better outcomes for the residents, businesses and visitors to the two District Council areas;
- Become an exemplar of best practice in the reduction of crime and disorder;
- Provide optimum value for money when benchmarked against similar partnerships;
- Reduce duplication for partnership members freeing up resources to target priority areas for action; and,
- Further develop the existing joint working between the two district partnerships.

#### *2.2 Why do we want to change it?*

The existing arrangements have seen joint working between the partners, principally on an informal basis. Opportunities for sharing learning and better working together across the existing Basic Command Unit would be achieved by a formal merger, with the consequent freeing up of resources to provide better value for money and the opportunity to invest in more actions in the community.

There is also a great opportunity to provide a better, more 'joined-up' service rural areas of the two districts.

#### *2.3 What do we want to change it to?*

We want to change the arrangements to a single South Warwickshire Crime and Disorder Reduction Partnership, with a focus on actions in established themes and neighbourhood action plans.

#### *2.4 What is the best way of doing this?*

The best way of doing this would be by combining the existing the Stratford District and Warwick District CDRPs into a South Warwickshire CDRP. New governance arrangements, which rationalise membership arrangements, would need to be

established. The challenge for the new body will be to retain 'local control of issues' within the new merged CDRP. Single district based representatives can act as 'critical friends', providing constructive challenge to the other district representatives, when they are dealing with 'local issues'.

#### *2.5 What will it cost to merge and deliver it?*

The costs involved in merging the existing partnerships are principally opportunity costs. It is estimated there would be required approximately 10-15 days of officer time to deliver the merger.

Costs of about £5,000 may be required to provide promotion and completion of consultations on the proposal. However there is the opportunity of providing a single South Warwickshire Community Safety Team, with the combination of statutory authority resources. For partners operating across the two districts, representatives would have the opportunity to reduce meeting attendance by up to 50% on an ongoing basis.

The costs of implementing the merger are therefore affordable.

#### *2.6 What will it be like after the change?*

The new partnership will work together for the good of residents, businesses and visitors to the area. Economies of scale will be created through shared management, shared learning, shared systems and shared administration. This enables more resource to be provided direct to communities, addressing priority issues in reducing crime levels and the fear of crime.

This will build on the existing arrangements of joint working in South Warwickshire (e.g. the existing Basic Command Unit), ensuring better working arrangements with the Warwickshire DAAT. The County Council and Criminal Justice Centres are already based on a South Warwickshire geographical model. The existing crime and disorder theme groups under the Local Strategic Partnerships for Stratford and Warwick is already combined. This focus is likely to be maintained after the restructuring of the health sector.

For agencies such as Health there is already a South Warwickshire focus, with an identifiable health economy and structure.

The new partnership will develop combined agreed targets, performance managed across South Warwickshire. A South Warwickshire Crime and Disorder Partnership will be able to address one strand of the emerging Local Area Agreement (LAA) for Warwickshire.

### **3. Vision for a South Warwickshire CDRP**

The proposed Vision for the combined CDRPs is:

***To provide safer and stronger communities across South Warwickshire, making it the safest place to live, work and visit.***

#### 4. The Business Case for a Merger

The business case for the merger is addressed through consideration of the following information.

- Strategic fit - both existing partnerships have prepared a joint strategy, following the commissioning of a joint audit in 2004/05. The priority themes are the same, and the approach of tackling these themes through a local neighbourhood approach is being developed in both districts.

The two CDRPs have shared resources over the last five years, and adopted an approach whereby the sharing of learning and knowledge is a matter of course.

- Available options - the options open to the partners are to remain as at present with joint collaboration, wherever possible, or to combine to produce a joint partnership arrangement for community safety across South Warwickshire. If the merger option is pursued, there are options as to the level of partnering. These are set out in paragraph 5 below.
- Achievability - with the initial agreement of partners to the pursuit of this potential merger, there is the will to develop this approach providing there is a business case.
- Value for Money - the merger proposals offer the opportunity to derive more benefit from the existing available funds, by setting up a holistic 'South Warwickshire Community Safety Team' thereby creating economies of scale. With the existing degree of joint working that has been developed, it is not envisaged further economies of scale can be achieved without a merger.

#### 5. Method of Operation

This proposal represents a public-public collaboration, through either 'part-shared services' or a 'full shared service model'. As such the merged CDRPs will be able to procure and commission actions jointly to provide a joined up approach to tackling issues identified in the South Warwickshire Crime and Disorder Reduction Strategy. Funding would continue to be provided by partners, through the Home Office Funding Streams and other sources as appropriate.

The characteristics of the potential models are as set out below:

- *Collaboration* - working together, sharing resources, standards etc.
- *Lead authority and part-shared service mode* - may vary according to service. Leads processes and systems used e.g. pooling of CCTV Control Room.
- *Full service model* - create new service delivery organisation.

NB – If it is decided to adopt this outline business case, a fuller business case will be provided, which will set out detailed options for delivery models and potential structures.

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## 6. Potential Outcomes from the Proposed Merger

The overall outcome will be to improve the delivery of community safety, drugs misuse, fear of crime and anti-social behaviour, while maintaining a local focus. The following factors are identified as potential evaluation criteria to judge the performance of a merged CDRP:

1. Increased capacity for delivery over 5 years - an increase of 10% in the success rate in delivery of Strategy, LPSA and LAA targets than the previous individual CDRPs.
2. Efficiency - 15% improvement in efficiency within 3 years, in terms of the proportion of expenditure utilised on administration compared to community-based initiatives.
3. Service improvement - 10% improvement within 3 years in the fear of crime performance indicator compared to 2004/05 data.
4. Cost of implementation - recovered (payback) within 1 year 6 months.
5. An improved attendance from responsible authorities, due to the need to attend fewer meetings, which will improve the delivery of community safety across South Warwickshire.

## 7. Governance Arrangements

See Appendix 2

## 8. Risk Management

Risk - the principal risks for the deliverability of this proposed merger is in relation to the decisions made by partners and/ or GOWM/ Home Office to not proceed with the proposal. This risk can be mitigated by proper communication and consideration of the proposal, its vision and proposed outcomes. This is judged to be a **low to medium risk**.

Risk- the main corporate risk in pursuing a merger is the loss of local control in relation to the community safety agenda and Crime and Disorder Reduction Partnership Strategy. This risk can be mitigated by ensuring the development of locality action plans, ongoing communication with local members and partners, and ensuring clarity of focus on respective community plans is maintained. This is judged to be a **medium risk**.

### Summary

The outline business case with suggested vision and outcomes is set out in this paper. The merger of the Stratford and Warwick Crime and Disorder Reduction Partnerships represents an opportunity to improve community safety practice and outcomes across South Warwickshire. It has the secondary benefit of providing the opportunity for efficiency savings, particularly for partners operating across the two district areas.

Risks are evident in the proposed merger, but these can be mitigated. If all partners pursue this course of action, a new combined partnership could be in operation by April 2007.

## Appendix 2

### GOVERNANCE PROPOSALS FOR A SINGLE SOUTH WARWICKSHIRE CRIME & DISORDER REDUCTION PARTNERSHIP

ELEMENT	CARRIED OUT BY		FREQUENCY	MEMBERSHIP
	Warwick	Stratford		
1. Strategy	Member Board advised by the Steering Group		Twice annually, dovetailing with NIM strategic assessment at WCSP/DAAT	<b>11 members in total:</b> 3 x SDC members 3 x WDC members 4 x WCC members 1 x Police Authority 1 x Fire Authority With other officer support, including: Chair or Vice-Chair CDRP (one of whom to be senior Police officer)
2. Delivery	Steering Group		Quarterly	Officer reps from Responsible Authorities, plus Chair and Vice-Chair of CDRP
	Theme Groups and Community Groups (PACTs)	Responsible Authorities Group and Locality Action Groups	Quarterly/monthly as required	Responsible Authority Group: officer reps from Responsible Authorities Theme Groups: multi-agency reps as needed
3. Monitoring	Community Groups  WCC Area Committee	Area Community Committees and Locality Action Groups  WCC Area Committees	- ACCs twice annually - WCC Area Committees twice annually - Community Groups as required by community - PACTs monthly	- Members with officer support - As required, with elected member input  - Multi-agency as required
4. Review	Community Groups	Area Community Committees and Locality Action Groups	Quarterly/monthly	- Members with officer support - As required, with elected member input - Multi-agency as required

Supplementary note to support the proposal:

**General Points to Note:** this proposal has been designed with two principal objectives:

- i. to meet the requirements of the findings of the recent Crime and Disorder Act Review
- ii. to meet the demands and needs of the Safer Neighbourhoods agenda where public accountability and community engagement are paramount

## OUTLINE TERMS OF REFERENCE & ROLE OF CDRP MEMBER BOARD (STRATEGY LEVEL)

### CDRP MEMBER BOARD - STRATEGY LEVEL

#### Notes:

- The Crime and Disorder Act (CDA) Review proposes a split between the strategic and operational decision making responsibility of CDRPs. This is supported by the Department for Communities and Local Government (DCLG) as it fits with the overall role for the Local Strategic Partnerships established in their consultation and the Home Office will be working closely with DCLG to take this recommendation forward.
- The CDA review encourages CDRP mergers as a means to creating greater co-terminosity across agency boundaries where it is clear that the results will benefit local communities by facilitating the delivery of better outcomes for them, whilst maintaining local focus.
- The CDA review requires an ongoing (6 monthly) strategic intelligence assessment to replace the 3-year audit.
- The CDA review requires Portfolio Holders for Community Safety to sit on the CDRP. The Portfolio Holder's participation in the CDRP strategic decision making process is to be mandatory.

*How does the proposed governance structure address these issues?*

- The Member Board is where the 6 month strategic intelligence assessment will take place, thus clearly separating strategy from operational delivery
- As a principally member-led group, this top-level strategic body will include the portfolio holders and other key members, with representation from all 6 Responsible Authorities (see table at agenda item 1) under the Crime and Disorder Act

## OUTLINE TERMS OF REFERENCE AND ROLE OF THE MEMBER BOARD

### Roles and responsibilities

This is the Member Board giving high-level strategic direction and is responsible for:

- Receiving the 6-month Partnership Strategic Assessment
- Setting the strategic priorities for the following 6 months
- Setting a control strategy
- Directing the work of the Steering Group (delivery)
- Receiving exception reports on progress towards overall CDRP strategic targets
- Continuous improvement of Partnership performance

In order to facilitate the achievement of the above, meetings will operate as follows:

- **Frequency & Timing** – meetings will be six-monthly, the timing dictated by the production of the Partnership Strategic Assessment. Agenda and papers

will be sent out at least one week prior to the meetings. The venue will alternate between Stratford and Warwick.

- **Chair** – the Chair shall be nominated by the Member Group. It is suggested that the Chair could rotate between the portfolio holders from the county and the two districts.
- **Vice Chair** - the Vice Chairs shall be the other two portfolio holders.
- **Membership** – membership shall be as follows:
  - 3 elected members from Stratford-upon-Avon D.C.
  - 3 elected members from Warwick D.C.
  - 4 elected members from Warwickshire C.C.
  - 1 Police Authority member
  - 1 member representing the Fire AuthorityOfficer support which may include:
  - chair or vice-chair of the Steering Group (delivery level)
  - officer representatives from
    - police
    - WCC
    - SDC
    - WDC
    - Fire & Rescue
    - Health
    - GOWM
    - Analyst(s) – to present strategic assessment

## OUTLINE TERMS OF REFERENCE & ROLE OF CDRP STEERING GROUP (DELIVERY LEVEL)

### CDRP STEERING GROUP - DELIVERY LEVEL

#### Notes:

- The CDA review requires CDRPs to adopt an intelligence-led, problem-solving and outcome-orientated approach to community safety along the lines of the National Intelligence Model.
- The requirement to produce 3-yearly strategies will be replaced by a new requirement to produce new annual rolling three year community safety plans, underpinned by the 6-monthly strategic intelligence assessments and informed by consultation and engagement with communities.

*How does the proposed governance structure address these issues?*

- The CDRPs are already taking an intelligence-led, problem-solving and outcome-orientated approach. This second tier group, comprising only officers, will be concerned with this approach, directing the delivery through the supporting Safer Neighbourhoods groups at community level guided by the 6-monthly strategic assessment

## OUTLINE TERMS OF REFERENCE AND ROLE OF THE CDRP STEERING GROUP

### Role and responsibilities

This is the officer Steering Group responsible for:

- Receiving quarterly analysis of recorded crime
- Receiving quarterly reports on progress towards strategy targets
- Developing an intelligence-led action planning approach based on the control strategy priorities agreed at the Member Board as a result of the findings of the Partnership Strategic Assessment
- Receiving detailed hot-spotting and trend analysis on the strategic priorities agreed at the Member Board
- Commissioning detailed community based and community led action plans to address priorities at local level (Safer Neighbourhood groups)
- Evaluating the effectiveness of action plans

In order to facilitate the achievement of the above, meetings will operate as follows:

- **Frequency & Timing** – meetings will be quarterly, the timing dictated by the timescales for the production of the Partnership Strategic Assessment, to be considered by the Member Board. Agenda and papers will be sent out at least one week prior to the meetings. Venue will alternate between Stratford and Warwick.
- **Chair** - the Chair shall alternate between the two existing CDRP Chairs
- **Vice Chair** – the Vice Chair shall be the Chief Superintendent, Southern Area

- **Membership** – membership shall be officer representatives from the responsible authorities as follows:

- Stratford on Avon District Council
- Warwick District Council
- Warwickshire County Council
- Warwickshire Police
- Primary Care Trust
- Fire & Rescue

Additional officer support to include:

- Partnership support officer(s)
- Lead officers on theme groups and community/safer neighbourhood groups
- CDRP Community Safety analyst

### **Strategic Themes and Priorities for the new CDRP arising from the Self-Assessment**

A self assessment of the new CDRP has been carried out, using the Home Office's PADS (Performance Assessment and Development System) tool.

This invites comments on strengths and areas for development across a range of 10 indicators.

The submission will contain an improvement plan based on four of those indicators which have been prioritised for action by the shadow CDRP Board. at its meeting of 8 November. These are:

- Indicator 1 - Leadership
- Indicator 4 - Relationship management, people and partners
- Indicator 6 - Effective use of resources
- Indicator 8 - Performance management
- In addressing these 4, it was accepted that Indicator 7, Successful Programmes, would also be encapsulated

Additionally, following analysis of recent trends in crime statistics, the board confirmed that it would continue to prioritise action to achieve crime reduction targets by focusing on the high volume crimes of:

- Vehicle Crime (theft from vehicles in particular)
- Criminal damage: